Criteria for Covering of Areas under DPAP and DDP

1518. SHRI MURLIDHAR CHAND RAKANT BHANDARE : Will the PRIME MINISTER be pleased to state :

(a) what are the existing criteria for identifying areas to be covered under Drought Prone Area Programme and Desert Development programme ;

(b) whether Government propose to change the criteria ;

(c) if so, the details thereof ;

(d) the areas covered under the DPAP and the DDP ; and

(e) the targets set and achievements made under DPAP and DDP during the last three years ?

THE MINISTER OF STATE IN THE MINISTRY OF RURAL DEVELOPMENT (DEPARTMENT OF RURAL DEVELOPMENT) (SHRI RAMESHWAR THAKUR) :

(a) The existing criteria are as under :

Drought Prone Areas Programme (DPAP)

The areas having annual rainfall and irrigated area within the following limits are eligible for inclusion under DPAP.

Annual rainfall		% of irrigated area to the net sown area
(i)	Below 750 mm.	Below 20%
(ii)	750—1125 mm.	Below 15%
(iii)	Above 1125 mm. but below 1650 mm.	Below 10%

Administrative factor : The number of blocks covered in a district should be more than 20% of the total blocks in the district, but this does not apply to blocks covered during he Sixth Plan period.

Desert Development Programme (DDP)

Areas having annual rainfall less than 400 mm. and percentage of irrigated area to the net sown area less than 30% are eligible for inclusion under DDP. However, in the case of cold desert areas this ceiteria is not applied mechanically as the rainfall in such areas is mostly during non-agricultural season.

(b) and (c) A Technical Committee on DPAP and DDP under the Chairmanshi of Professor C.H. Hanumantha Rao, Ex Member Planning Commission is presently reviewing all aspects of the programmes including criteria for inclusion and exclusion of the areas from the programmes. The question of changing the existing criteria will be considered after reconmendations of the Committee are received.

(d) Statewise names of districts and blocks covered under DPAP and DDP is given in Annexure (*See* Appendix 170, Annexure No. 37).

(e) Targets and achievements during the last three years are given in Annexure [*See* Appendix 170, Annexure No. 38].

Modification of JRY

1519. SHRI V. HANUMANTHA RAO : Will the PRIME MINISTER be pleased to state :

(a) whether any State-wise assessment has been made of the Jawahar Rojgar Yojana;

(b) if so, the details thereof; and

(c) to what extent the scheme needs modifications ?

THE MINISTER OF STATEIN THE MINISTRY OF RURAL DEVELOPMENT (DEPARTMENT OF RURAL DEVELOPMENT) RAMESHWAR THAKUR : (a) and (b) The Jawahar Rozgar Yojana (JRY) is an on-going wage-employment scheme and it is being reviewed regularly by the Centre and the State Governments. The review of the programme is done through monthly, quarterly and annual progress reports received from the State Governments. Besides, officers at the Centre, State Headquarters and districts, sub-division and block level closely monitor all aspects of the programme through visits to worksites. The State Level Co-ordination Committee for Rural Development also monitors the progress of implementation of JRY along with other schemes. A representative of the Ministry of Rural Development is invited to participate in the meetings of this Committee. The Government of India also convenes meetings of the State Secretaries and the Project Directors of District Rural Development Agencies/Zilla Parishads to review the programme with a

view to effecting improvement in the quality of implementation. Recently, the Ministry has also introduced an Area Officers Scheme in which the officers of the Ministry have been allocated one or two states each. These officers are required to visit the State(s) allotted to them and give a feedback on the implementation of the rural development programmes.

The Government of India has also undertaken concurrent Evaluation of JRY through Independent Institutions/Organisations to assess its impact in the rural areas in relation to stated objectives of the programme. The priliminary report of the Concurrent Evaluation which pertains to the period January to June, 1992 has been brought out and the summary of the Concurrent Evaluation highlighting the achievements and the areas of concern is given in the Statement-I (*See* below).

(c) On the basis of experiences gained during the implementation of Jawahar Rozgar Yojana (JRY) certain changes have already been made during the current year with regard to the utilisation of funds and effective functioning of JRY which are given in Statement-II.

Statement-I

POSITIVE POINTS

(i) Among the various works completed by. the village panchayats in different States/UTs- highest priority was accorded to the construction of rural link roads. Of the total workgs completed by the Village Panchayat during 1991-92, nearly 43% related to construction of rural link roads; 17% to construction of school buildings/community centres, etc. 7% to construction of community irrigation wells; 6% to Drainage and antiwater logging works; 5% for construction of wells under Million Wells Scheme for SC/ST and freed bonded labourers and the rest for other developmental activities. Thus, it may be seen that a large proportion of community assets were created by the village panchayats.

(ii) The wage and non-wage ratio of expenditure incurred on JRY works was founp- to be 52 : 48 which is quite close to the norm of 60 : 40 laid down under the guidelines.

(iii) Of the total employment generated in various States/UTs, roughly 55% was shared by SC/ST communities; 33% by landless abourers and 21% by women in the rural areas.

(iv) As regards quality of assets created under the programme, the study has revealed that of the total assets created under the programme during 1991-92, 71% were found to be of good quality ;7% of poor quality and 22% were either incomplete or not upto the approved norms.

(v) In majority of the cases (i.e. 51%), the payment of wages to the workers were made on weekly basis in various States/UTs. Only in a few cases (i.e. 3.40%), it was on monthly basis.

(vi) It has been observed that roughly in 77% of the cases, muster rolls were maintained by the village functionaries.

(vii) In terms of the occupational background of the JRY workers, the study has revealed that a high percentage (i.e. 55%) were landless labourers, 39% marginal/small farmers and roughly 6% rural artisans and others.

(viii) An assessment of the worker's family members engaged in JRY works was also carried out. It has been observed that roughly 63% of the faWily members, who were in the labour force, got employment under JRY programme.

(ix) As to the quality of foodgrains distributed to the workers under the programme, It has been observed that to a large extent i.e. 53% cases the quality of foodgrains distributed to the workers was of good quality and in 41%, it was of average quality.

(x) The study has revealed that on an average, a worker got 5.39 mandays of employment during last 30 days preceding the date of survey and his family members roughly for 1.92 mandays in JRY works. Thus, on the whole a beneficiary family under the JRY programme got on an average 7.31 mandays of employment.

(xi) As regards, maintenance of assest completed under the JRY programme, it has been observed that roughly 58% of the assets were maintained by village panchayats; 21% by Block level authorities; and 12% by concerned Deptt., Community and others. However, 9% of the assets were found to be not maintained by any agency.

Areas of coneern :

(i) In majority of the cases, the Panchayat Heads were not exposed to training for undertaking JRY works.

(ii) The survey also assessed the reasons for delay in completion of works undertaken by the village panchayats. Of the various reasons indicated by the panchayats for delay in completion of works, the most common reason was 'shortage of funds'. Roughly in 43% cases, the jobs could not be completed due to shortage of funds. In States/UTs observed like Goa, Haryana, H.P., J. & K., Karnataka Manipur, Meghalaya, A. & N. Island, and Chandigarh, shortage of funds was a serious handi-cap.

(iii) At all India level, in majority (say 59%) of the works undertaken by the village panchayats, the utilisation of locally available material was less than 50%.

(iv) The average wages paid to the unskilled workers, both male and female under the JRY programme was lower than the local average wages paid to such workers during the off/lean season in the panchayat areas. Besides, in a large number of States/UTs, there was disparity in wage rates paid to the unskilled male and female workers.

(v) An interview of the JRY workers during the survey has revealed that roughly 55% had an annual family income of more than Rs. 6400. This is not in conformity with the guidelines laid down for selection of eligible families under the programme.

Statement-II

The following major changes have been made with regards to the utilisation of funds and effective functioning of Jawahar Rozgar Yojana (JRY), with effect from 1993-94 :—

(i) Seventy five percent of the funds allocated under JRY in a year, subject to a minimum of Rs. 2546 crores, which was the revised Budget allocation for JRY for the year 1992-93, will be utilised for the implementation of JRYt hroughout the country broadly on the guide lines now prescribed.

(ii) The funds under JRY will be continued to be allocated to the States/UTs on the basis of proportion of rural poor in the State/UT to the total rural poor in the country from the latest available poverty estimates based on the results of latest National Sample Survey Organisation's survey in this regard. From the State to the district, the allocation of funds would, however, be made on the index of backwardness formulated on the basis of equal weightage to the proportion of SC/ST population in a district to the total SC/ST population in the State and in verse of per capita production of agricultural workers.

(iii) The sub-schemes of JRY viz, Million Wells Scheme (MWS), Indira Awaas Yojana (IAY) would continue. However, earmarking of funds for MWS will be increased from existing 20% to 30% and its coverage extends to non-SC/ST poor small and ma ginal farmers subject to the condition that, benefits in financial terms to the non-SC/STs do not exceed 10% of the total allocation under JRY. Similarly, earmarking of funds at the national level for construction of houses under IAY will be increased from 6% to 10% and its coverage will be extended to non-SC/ST poor people subject to the condition that financial assistance provided to non-SC/ST poor people (excluding freed bonded labourers) does not exceed 4% of the total allocation.

(iv) Twenty per cent of the funds under JRY subject to a minimum of Rs. 700 crores will be used to implement an intensified JRY in 120 backward districts in different States of the country where there is concentration of unemployment and under-employment. For this purpose, funds will be placed at the disposal of the concerned District Rural Development Agency (DRDAs)/Zila Parishads (ZPs) who may identify the pockets of unemployment and under-employment within the districts for implementing intensified JRY in these pockets.

(v) 5% of the JRY funds subject to a maximum of Rs. 75 crores will be earmarked for taking up special and innovative projects such as those aimed at prevention of migration on labour, enhancing women's employment, special programmes through voluntary organisations aimed at drought proofings as well as watershed development/wastelands development resulting in sustained employment.

(vi) Expenditure on wage and non-wage component have been kept at the exiting 60 : 40 ratio but the wages paid to the skilled labourers are allowed to be included under the wage component subject to the limit of 10% of the total wage.